

Message Text

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TO SECSTATE WASHDC PRIORITY 2110

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C O N F I D E N T I A L GENEVA 2623

E.O. 11652: GDS

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SUBJECT: CSCE POLICY: BASKET III--TITLES AND SUBTITLES

1. THIS CABLE EXPLAINS THE EMERGING ISSUE OF TITLES AND SUBTITLES FOR BASKET III DOCUMENTS, SETS FORTH OPTIONS FOR US APPROACH TO THIS QUESTION, AND REQUESTS GUIDANCE.

2. THE QUESTION OF TITLES AND SUBTITLES FOR BASKET III TEXTS HAS RECENTLY EMERGED AS AN IMPORTANT NEGOTIATING ISSUE WHICH WILL BE TAKEN UP BY CSCE SHORTLY. IN NATO CAUCUS EC-NINE HAVE POINTED OUT THAT BASKET III TEXTS WILL BE CONFUSING AND UNREADABLE WITHOUT TITLES AND SUBTITLES. TO REMEDY THIS NINE AND OTHER NATO DELS PREFER TO INSERT TITLES WHICH APPEAR IN HELSINKI BLUE BOOK AND SUBTITLES DRAWN FROM THE SUBSTANCE OF THE SPECIFIC BASKET III TEXTS. THUS BASKET III DOCUMENT WOULD INCLUDE PREAMBLE AND FOUR SECTIONS WITH THE FOLLOWING TITLES:

--1. HUMAN CONTACTS

--2. INFORMATION

--3. COOPERATION AND EXCHANGES IN THE FIELD OF CULTURE

--4. COOPERATION AND EXCHANGES IN THE FIELD OF EDUCATION
WITHIN EACH SECTION THERE WOULD BE A MORE DETAILED BREAK-DOWN, HEADED BY SUBTITLES. FOR EXAMPLE, HUMAN CONTACTS

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SECTION WOULD INCLUDE FOLLOWING SUBTITLES, EACH FOLLOWED

BY THE RELATED TEXT:

- RESOLUTION ON FREER MOVEMENT AND CONTACTS
- I- GENERAL AIM
- II-FAMILY CONTACTS
- III-FAMILY REUNIFICATION
- IV-MARRIAGE
- V-TRAVEL
- VI-OTHER CONTACTS
- RESOLUTION ON TOURISM AND YOUTH CONTACTS

3. SUCH A BREAKDOWN BY TITLES AND SUBTITLAS WOULD OBVIOUSLY GIVE THE BASKET III DOCUMENT GREATER CLARITY AND READABILITY, AND THUS WOULD BE HIGHLY DESIRABLE IF IT COULD BE ACHIEVED. THE SOVIETS EVIDENTLY HAVE NO OBJECTION IN PRINCIPLE TO TITLES, ALTHOUGH WE ANTICIPATE THAT THE TITLES THEY PREFER WILL BE DIFFERENT FROM THOSE FAVORED BY THE NATO GROUP, AND THAT THEY MAY NOT ACCEPT BLUE BOOK TITLES, AT LEAST INITIALLY. THEY HAVE, FOR EXAMPLE, TRIED TO SUBSTITUTE "CONTACTS" FOR THE BLUE BOOK PHRASE "HUMAN CONTACTS" WHEREVER IT HAS APPEARED IN BASKET III TEXTS, AND THEY CAN BE EXPECTED TO DO THE SAME IN THIS INSTANCE. IN ADDITION, THEY WILL PROBABLY OPPOSE THE IDEA OF SUBTITLES, ALTHOUGH THEY MAY CHOOSE TO PROPOSE THEIR OWN VERSIONS OF SUBTITLES TO COUNTER-BALANCE WESTERN PROPOSALS.

4. IN THIS SITUATION WE BELIEVE THERE ARE THREE POSSIBLE OPTIONS FOR US APPROACH TO THIS ISSUE:

A. SUPPORT ALLIES ON TITLES AND SUBTITLES.

--THIS WOULD STRENGTHEN ALLIED SOLIDARITY AND, IF SUCCESSFUL, WOULD RESULT IN THE CLEAREST TEXT, BUT IT WOULD ANNOY THE SOVIETS AND PROBABLY WOULD DELAY CONFERENCE PROGRESS.

B. SUPPORT ALLIES ON THE BLUE BOOK TITLES, BUT ADOPT A FLEXIBLE POSITION ON SUBTITLES, FOR EXAMPLE, BY EXPRESSING WILLINGNESS AT APPROPRIATE MOMENT TO ACCEPT LETTERED PARAGRAPHS WITHOUT SUBTITLES.

--WE WOULD BE ON FIRM GROUND IN FOLLOWING THE BLUE BOOK, AND WOULD STILL BE SUPPORTING THE ALLIED APPROACH TO SOME EXTENT. THIS POSITION WOULD ANNOY THE SOVIETS LESS THAN CONFIDENTIAL

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OPTION A. THE RESULT WOULD BE CLEARER THAN AN UNTITLED TEXT AND PRESUMABLY WOULD BE PREFERABLE TO TITLES SOVIETS MAY SUGGEST. NEVERTHELESS, SOME ALLIES MIGHT INTERPRET THIS AS LESS THAN FULL SUPPORT, AND, DEPENDING ON THE SOVIET REACTION, IT COULD DELAY CONFERENCE PROGRESS.

C. TAKE NO STRONG POSITION

--SOVIETS WOULD APPRECIATE THIS POSITION, WHICH WOULD GIVE US MAXIMUM FLEXIBILITY, AND WOULD THEREFORE BE

OPTION LEAST LIKELY TO DELAY THE CONFERENCE. HOWEVER, IT WOULD ANNOY OUR ALLIES, AND WOULD RUN THE RISK OF A VERY CONFUSING UNTITLED TEXT, OR A TEXT CONTAINING LESS DESIRABLE SOVIET TITLES.

5. WHILE OPTION A WOULD BE THE BEST SOLUTION IF ATTAINABLE, WE BELIEVE OPTION B WOULD RESULT IN A SATISFACTORY TEXT AND IS MORE ACHIEVABLE. WE ANTICIPATE STRONG ALLIED VIEWS ON THIS ISSUE AND WOULD THEREFORE RECOMMEND AGAINST REPEAT AGAINST OPTION C. IN THESE CIRCUMSTANCES WE RECOMMEND FOLLOWING OPTION A AT THE OUTSET, WHILE RETAINING THE POSSIBILITY OF MOVING TO OPTION B IN THE LIGHT OF THE NEGOTIATING SITUATION, PARTICULARLY SOVIET ATTITUDES AS THEY BECOME CLEARER. NATO CAUCUS WILL BE DISCUSSING THIS ISSUE IN THE COMING DAYS, IN PREPARATION FOR FULL CSCE DISCUSSION AT AN EARLY DATE. REQUEST GUIDANCE.
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